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# REPORT TO THE CONGRESS

## Employment Opportunities In The Federal Government For The Physically Handicapped

B-164031(3)

Civil Service Commission

*BY THE COMPTROLLER GENERAL  
OF THE UNITED STATES*

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SEPT. 16, 1974



COMPTROLLER GENERAL OF THE UNITED STATES  
WASHINGTON, D.C. 20548

B-164031(3)

To the Speaker of the House of Representatives  
and the President pro tempore of the Senate

This is our report entitled "Employment Opportunities in the Federal Government for the Physically Handicapped."

We made our review pursuant to the Budget and Accounting Act, 1921 (31 U. S. C. 53), and the Accounting and Auditing Act of 1950 (31 U. S. C. 67).

We are sending copies of this report to the Director, Office of Management and Budget, and to the Chairman, Civil Service Commission.

*Thomas P. Blasts*

Comptroller General  
of the United States

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report

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ABBREVIATIONS

CSC Civil Service Commission

GAO General Accounting Office

implemented by all agencies, should improve the Federal program. (See p. 15.)

CSC, in commenting on GAO's draft report, generally agreed with its recommendations. However, CSC does not believe that a Government-wide survey to identify Federal handicapped employees should be undertaken because there is some fear that the information developed might be used to the detriment of these individuals. GAO believes that this problem could be overcome by developing an information system that would insure anonymity of the handicapped.

CSC anticipates that the revisions they are making in their central-

ized personnel data system will provide a reasonable information base for future program assessment. GAO disagrees since this system will only provide for the collection of data on new handicapped accessions. (See p. 18.)

MATTERS FOR CONSIDERATION BY  
THE CONGRESS

This report provides the Congress with current information on accomplishments by CSC and the Congress in removing barriers to Federal employment of the handicapped, proposals for further improvements, and the outlook for the program under the Rehabilitation Act of 1973.

*COMPTROLLER GENERAL'S  
REPORT TO THE CONGRESS*

EMPLOYMENT OPPORTUNITIES IN  
THE FEDERAL GOVERNMENT FOR  
THE PHYSICALLY HANDICAPPED  
Civil Service Commission  
B-164031(3)

D I G E S T

WHY THE REVIEW WAS MADE

More than 18 million U.S. adults have physical handicaps severe enough to limit in some way their ability to hold a job.

For many years the Federal Government has taken the position that not only is it a desirable social objective but also good business to hire the handicapped. (See p. 1.)

GAO wanted to know how the Federal Government was providing employment opportunities and serving as an exemplary employer of the handicapped.

FINDINGS AND CONCLUSIONS

The Civil Service Commission (CSC) is responsible for leading and directing the Federal Government's policy and commitment of employing the handicapped.

Traditionally CSC has viewed itself in a leadership rather than a directive role in this endeavor. (See p. 5.)

The Rehabilitation Act of 1973 provides for the establishment of an Interagency Committee on Handicapped

Employees so that the needs of such individuals are met. It also provides for Federal agencies' hiring, placement, and advancement of handicapped individuals.

GAO did not review the administration of any new policies and procedures required by this act because they had not been in effect for a sufficient period.

Before this, Federal agencies' policies and practices had improved job opportunities for handicapped persons. (See pp. 9 and 10.)

The overall Federal program could be strengthened if changes were made in planning, managing, and implementing the Selective Placement Program. (See p. 12.)

An information collection system with appropriate safeguards to preserve the anonymity of the physically handicapped employed by the Government could greatly assist CSC in measuring program effectiveness.

Responses to a GAO questionnaire by agency coordinators showed that the potential for employment and advancement was not being

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achieved in certain agencies because:

- Coordinators for the handicapped were not selected on the basis of interest or qualifications.
- Coordinators, who were assigned other duties, could not devote sufficient time to the handicapped program.
- Coordinators did not monitor the progress of handicapped employees after initial placement.
- Coordinators did not actively recruit, conduct job surveys, or restructure jobs to remove barriers to employment. (See pp. 14 and 15.)

Other needed improvements in existing systems and procedures are:

- Personnel of CSC's Office of Selective Placement have demonstrated their personal commitment to the handicapped program but their efforts may have been limited by the small staff. (See p. 12.)
- CSC has developed reasonably accurate statistics on the number of excepted appointments but cannot rely on its statistics concerning total handicapped accessions in the Government. (See p. 12.)

#### RECOMMENDATIONS

GAO recommends that CSC:

- Develop and implement an information collection system which

would insure anonymity and obtain Government-wide data on the employment of handicapped persons for use in measuring program effectiveness.

- In cooperation with other Federal agencies, insure that additional training is provided for coordinators and supervisors in how to work with handicapped people and where to obtain additional assistance.
- Insure that the desirable qualifications listed in its January 1974 letter to heads of departments and agencies for becoming a Coordinator for Selective Placement are met.
- Publicize the types of jobs held by handicapped employees, identifying the special training requirements and/or restructuring efforts that were required to properly fill the jobs.
- Insure that coordinators follow up on handicapped employees to determine if they are well placed and to counsel them when problems prevent their maximum contribution to the job.
- Emphasize the special needs of handicapped persons in training courses for supervisory personnel. (See p. 17.)

#### AGENCY ACTIONS AND UNRESOLVED ISSUES

CSC, after considering GAO's findings and the requirements of the Rehabilitation Act of 1973, set forth guidelines in January 1974 for the development of agency affirmative action plans. These guidelines included a model plan whose objectives, if aggressively

## CHAPTER 1

### INTRODUCTION

The President's Committee on Employment of the Handicapped has estimated that more than 18 million adults in America have physical handicaps severe enough to limit in some way their ability to hold jobs. Many disabled people have taken the long road to rehabilitation, preparing for an independent life of work, only to be stopped at the threshold of their goals by unrealistic hiring practices.

The Federal Government has taken the position for many years that it is not only a desirable social objective but also good business to hire the handicapped. It has made a commitment to removing all barriers to the Federal employment of:

- The physically impaired who are not occupationally handicapped when assigned to the right jobs.
- The mentally restored whose only handicap was that they once suffered an emotional illness.
- The mentally retarded who can demonstrate ability to perform the simple and routine tasks in all organizations regardless of size.

CSC has been charged with providing the leadership and direction for carrying out the Federal Government's policy and commitment of employing the handicapped.

Since 1942 CSC and the Congress have taken positive actions to remove barriers in employing the handicapped:

- In 1942 CSC, after an extensive survey of a number of positions in the Federal Service, issued the first consolidated document standardizing the minimum physical performance of various positions.

- In 1942 CSC issued instructions on collecting a consolidated report on placement of the physically handicapped in the Federal Service. The reporting form, distributed to the Federal agencies, recorded the number of physically handicapped employed, type of handicap, date of appointment, position occupied, region, and department.
  
- In 1945 the Coordinating Committee for the Placement of the Physically Handicapped reported that over 52,000 persons with severe physical defects had been placed in the field service of the Government since 1942 and that 700 of 2,500 totally blind persons employed in the United States were employed in the Federal Government.
  
- In 1948 the Congress passed Public Law 617, amendment to the Civil Service Act, June 10, 1948, which provided that a person could not be discriminated against because of a physical handicap.
  
- In 1955 CSC issued its publication booklet "Selective Placement of the Handicapped."
  
- In 1957 Federal Coordinators for the Employment of the Handicapped were designated in all agency installations.
  
- In 1962 the Congress passed Public Law 87-614 authorizing the employment of readers for blind Federal employees.
  
- In 1966 CSC revised its policy for required medical fitness to state that an otherwise qualified handicapped person can be hired if the duties of the position can be performed without hazard to himself or others.
  
- Since 1972 CSC has developed an evaluation approach to determine the physical demands and qualifications needed to perform various jobs.

--In January 1974 the authority to determine medical suitability was delegated to the Federal agencies. This means that an agency can waive medical standards, but it cannot impose additional medical requirements without CSC approval.

The Presidential administrations of both political parties, since World War II, have set examples of national leadership in opening the Government's doors to more than one-quarter million citizens who, though handicapped, have nonetheless been occupationally qualified.

#### RECENT LEGISLATION

The Rehabilitation Act of 1973 (Public Law 93-112), enacted on September 26, 1973, imposes additional review and reporting requirements on CSC and other Federal agencies relative to promotion and support of employment opportunities for the handicapped.

Specifically, the act provides for establishing an Interagency Committee on Handicapped Employees to provide a focus for Federal employment of handicapped individuals and to insure that the special needs for such individuals are met. This Committee is composed of the Chairman of CSC; the Administrator of Veterans Affairs; the Secretaries of Labor and Health, Education, and Welfare; and any additional members selected by the President.

The act requires Federal agencies to submit to the above Committee and CSC by March 26, 1974, their affirmative action program plan for the hiring, placement, and advancement of handicapped individuals. Each agency plan is to include a description of the methods whereby the special needs of handicapped employees are being met. Agency plans are to be updated annually. At June 30, 1974, and at the end of each subsequent fiscal year, CSC is required to make a complete report to the appropriate congressional committees on the practices of and achievement in hiring, placement, and advancement of handicapped individuals by each of the Federal agencies.

To implement those requirements of the act, CSC issued Federal Personnel Manual Letter 306-5, dated January 28, 1974, "Employment of Handicapped Individuals," which provides for reporting requirements and guidelines for preparing affirmative action plans.

We did not review the administration of any new policies, procedures, or affirmative action plans since they were not in effect for a sufficient period. As of June 24, 1974, CSC had received 67 affirmative action plans from the 87 agencies required to submit them.

## CHAPTER 2

### FEDERAL GOVERNMENT EFFORTS TO EMPLOY THE HANDICAPPED

#### CIVIL SERVICE COMMISSION

Traditionally CSC has viewed itself in a leadership rather than a directive role for the overall Federal effort in encouraging agencies to hire the handicapped. The positive aspects of its role have included the development of

- special appointing authorities,
- an emphasis on creating public awareness through speeches,
- distribution of pamphlets on the merits of hiring the handicapped,
- issuance of a handbook on its Selective Placement Program,
- periodic meetings with agency officials and agency coordinators for the handicapped, and
- an annual awards program honoring the outstanding handicapped Federal employees of the year.

Through its central office in Washington, D. C., 10 regional offices, and 65 area offices, CSC maintains relationships with Federal, public, and private agencies in the employment of the handicapped. The staff of each CSC Federal Job Information Center counsels and places handicapped persons, on a case by case basis.

#### Hiring by competitive examination

Most physically handicapped persons find employment through the normal competitive recruiting and examining procedures. These individuals are persons with physical impairments which would ordinarily impede but not preclude them from obtaining employment through the normal competitive

process. Their physical impairments are usually substantive, stable, and permanent. With assistance, however, they can be appointed competitively.

Special testing procedures are available for applicants who have handicaps that prevent them from taking normally scheduled competitive tests. Recommended procedures are provided in the Federal Personnel Manual internal issuances to test examiners. These include provisions for modification of timed tests, individual testing, and special considerations for persons with visual, hearing, or dexterity handicaps. If the recommended examining procedures do not seem to fit an individual case, the examiners can use the resources of the Commission's Personnel Measurement and Research and Development Center to insure that the examination will be administered fairly and impartially.

#### Selective Placement Program

The program responsibility for the selective placement of the handicapped has been placed in the Bureau of Recruiting and Examining because of its overall responsibility for the Government's employment, placement, job development, and examining system. CSC believes the Bureau provides both the direction and the coordination needed for a strong and productive program that is in constant touch with the changing employment system.

The Selective Placement Program is specifically directed toward using all groups of handicapped in selected positions. The program includes referral, placement, trial appointment, and the retention of Federal employees who become disabled for one position but who may qualify for another. The major objectives are full consideration for employment and for use of the handicapped in Government positions.

The target groups or categories of individuals for whom the Selective Placement Program was established are the

- physically handicapped,
- mentally retarded,

--mentally restored, and

--rehabilitated offender.

The severely physically handicapped represent a major portion of those handicapped persons encompassed by the Selective Placement Program. CSC uses the phrase severely physically handicapped to denote persons with disabilities so severe that they are unable to demonstrate their capacity to obtain Federal employment under the competitive system. These include the blind, deaf, cerebral palsied, paraplegic, quadriplegic, and those with multiple impairments. Employment opportunities for this group are of special concern to the Congress and CSC. These persons are eligible for consideration for employment outside the Civil Service competitive procedures through the use of a 700-hour trial appointment or an excepted appointment.

The 700-hour temporary trial appointment authority is designed to give an employee an opportunity to demonstrate his job readiness. The appointee must meet minimum qualifications for the positions or be certified by the Veterans Administration or a State vocational rehabilitation agency. This type of appointment is designed to help overcome employer reluctance to hire the handicapped on a regular basis for fear they will be unable to perform efficiently or safely or fit in with, and be accepted by, the work force.

A person may receive an excepted appointment to a position either as a result of a conversion from a 700-hour trial appointment, or by direct appointment without serving a prior temporary appointment. Initial appointments and subsequent promotions under the excepted appointing authority require CSC's prior approval.

#### FEDERAL AGENCIES

Executive Branch policy calls for positive commitment and affirmative action to promote employment of the handicapped. Federal agency heads are responsible for developing positive action programs for selective placement and use of the handicapped within their organizations. CSC instructions

and literature state that the effectiveness of the Selective Placement Program in the agencies depends on

- the degree of top-level support received,
- the effectiveness of the agency coordinators, and
- the receptiveness of line supervisors to hiring handicapped persons.

CSC considers the agency coordinator program to be the key to the program's success. Coordinators for selective placement are found at two levels in agency organizations--the staff level and the operating level. CSC's Federal Personnel Manual states that each department and agency should have a chief coordinator and a separate coordinator for each major organizational component, including field establishments having appointing authority. Staff coordinators are concerned with program matters including liaison with CSC and other groups concerned with the handicapped. Operating coordinators are concerned with recruitment, individual placements, and the management climate in which the handicapped employee works.

Most Federal agencies have designated a coordinator at the headquarters level and in each agency subdivision with appointing authority. The coordinators are in a position to act as the spur to an active hire-the-handicapped effort by bringing together the applicant and the selecting official. The coordinator knows the jobs available in the agency, the hiring personnel, and the people and organizations who provide rehabilitation services to the handicapped. To be effective, however, the coordinator must know his responsibilities, be energetic in his dealings with others, be committed to the promotion of the program, and be acquainted with vocational rehabilitation and employment service counselors.

CHAPTER 3

ACCOMPLISHMENTS IN JOB PLACEMENT

The number of severely physically handicapped persons employed by the Federal Government under the excepted appointment authority increased noticeably in recent years. During calendar years 1964 through 1973, 2,232 such persons were appointed. CSC statistics from 1964 through 1972 indicate 1,823 handicapped individuals were appointed in about 200 different job classifications in 32 agencies in grades ranging from GS-1 to GS-13. Appendix I shows the type of handicaps for these employees by grade and job title. The table below shows the accomplishments CSC has made in hiring the severely physically handicapped under the excepted appointment authority since its inception in 1964.

<u>Calendar year</u>	<u>Number hired</u>	<u>Percent</u>
1964	6	0.3
1965	13	0.6
1966	39	1.7
1967	90	4.0
1968	145	6.5
1969	<u>240</u>	<u>10.8</u>
Total	<u>533</u>	<u>23.9</u>
1970	412	18.5
1971	498	22.3
1972	380	17.0
1973	<u>409</u>	<u>18.3</u>
Total	<u>1,699</u>	<u>76.1</u>
Total	<u>2,232</u>	<u>100.0</u>

Through 1972, 146 handicapped employees left these jobs. More significantly, 61 of these 146 terminated their excepted appointment position to accept career-conditional appointments.

The persons hired under the excepted appointment authority, however, are only a small percent of the total number of physically handicapped hired by the Federal Government each year. For example, in 1972, 380 physically handicapped persons received excepted appointments, but 29 Federal agencies reported employing 5,759 physically handicapped persons. CSC said more than one-quarter million handicapped persons have been employed by the Government since World War II.

#### EFFECT OF SPECIAL PROGRAMS

Special efforts have been made by CSC and other Federal agencies in providing training courses and employment opportunities for the severely handicapped. Examples are:

- CSC developed a program to train blind persons to respond to telephone inquiries about job openings in the Federal Government. As of May 1974, 17 blind persons were employed as Job Information Specialists in 17 CSC area offices.
- The Postal Service employs 68 percent (713) of all the deaf applicants hired under the excepted appointment authority. Of these, 91 percent work as Distribution Clerks. Because of the constantly high noise levels found in this type of job, the deaf are ideally suited for it.
- The Internal Revenue Service employs 78 blind persons as Taxpayer Service representatives. The work involves answering, over the telephone, technical income tax questions.
- The National Oceanic and Atmospheric Administration is developing an 8-week training program in keypunching for the handicapped in coordination with a state vocational rehabilitation facility. It hopes to be able to directly hire four handicapped people every 2 months for a year from this program.
- The Social Security Administration is training blind persons for careers as claims representatives.

Through these programs, and others like them, the Federal Government has shown that severely handicapped people can function productively when they are given a fair chance and when their capabilities are matched to suitable jobs.

#### VIEWS OF HANDICAPPED EMPLOYEES AND ADVOCACY GROUPS

Most of the 46 Federal employees with physical disabilities we talked to were satisfied with their positions. Forty employees obtained the type of job they desired, and 30 said they were fairly treated regarding promotions. Most believed that their supervisors were impartial in their treatment of the handicapped and that employment opportunities in the Federal Government were comparable or superior to those in the private sector.

According to the seven advocacy groups we contacted (see app. II), the Federal Government was doing an acceptable job in providing employment opportunities to the handicapped.

A representative of one group endorsed CSC's efforts in promoting the handicapped program but said CSC should allocate more resources. He also stated that the President's Committee on Employment of the Handicapped had made an excellent effort in breaking down supervisor resistance in hiring the handicapped. He believed that some attempt should be made to relate results to efforts expended.

In contrast, a representative of another group felt that the deaf were being discriminated against because of a lack of "know how" by those working in personnel offices. He also stated that the Government was not doing any better than industry in providing opportunities for the handicapped.

## CHAPTER 4

### NEED FOR IMPROVING THE FEDERAL PROGRAM

Improvements in existing systems and procedures are needed to strengthen the program and insure recognition of the Federal Government's performance as an exemplary employer of the handicapped. These improvements involve

- increasing CSC resources,
- improving the system of collecting data to measure program effectiveness, and
- improving the agency coordinator system.

### INCREASING CSC RESOURCES

Personnel of CSC's Office of Selective Placement have demonstrated their sustained, personal commitment and devotion to the handicapped program. Their efforts were limited, however, since only two professional employees staffed this program. The office did not maintain an accurate or complete list of agency coordinators in the Washington, D.C., area. Of the 90 coordinators responding to our questionnaire, 26 were other than those named on the current CSC agency coordinator listing. Subsequent to our review three professional employees were added to the CSC staff. They have been assigned as program managers to monitor agency affirmative action plans and act as liaisons for training, counseling, and other support services.

### MEASURING PROGRAM EFFECTIVENESS

CSC has developed reasonably accurate statistics on the number of excepted appointments since the program was started in 1964. However, this number is relatively small in comparison to the apparently greater number of handicapped persons who are employed in the Federal Government. As cited earlier, CSC appointed 380 physically handicapped persons in 1972 while 29 Federal agencies reported employing 5,759.

Standard Form 50, Notification of Personnel Action, is coded by the hiring agency to indicate newly appointed

employees with a physical handicap. From this form the CSC data collection system derives the total number of handicapped accessions. However, CSC has long suspected that the coding of handicaps on these forms has not been accurate. A 1970 CSC survey showed that many handicaps were miscoded, and some were not handicaps at all.

CSC has advised us that some persons do not want to be identified on official records as having a handicap since they consider such an identification to be an invasion of privacy and a potential deterrent to career advancement. For this reason, some new employees do not indicate they are handicapped nor do certain other employees who become handicapped after being hired.

Because of the inaccuracies of the coding system and the reluctance of some handicapped to be identified, CSC has hesitated to rely on the data reported on the Standard Form 50. This has resulted in difficulties in trying to measure Federal Government performance in hiring the handicapped. More effective program planning could result if accurate data were available.

CSC is developing a two-digit coding system which will more precisely define impairments from which the degree of severity of the disability can be interpreted. However, this system will only identify those handicapped individuals hired after the system is implemented. Consequently, to obtain information on all handicapped employees, a complete turnover in the Federal workforce would be required.

A Government-wide survey to identify all handicapped persons employed in the Federal Service, the nature of their disabilities, and the type of positions they are filling was discussed with CSC. CSC stated:

"To significant numbers of persons, this survey would be viewed as an affront. Still others would be seriously concerned about the invasion of their right to privacy. And some fear that in the wrong hands, such information could be used to limit opportunities for training and advancement, contravening the survey intent. There are many other problems with the undertaking of such a survey and these should not be minimized in considering such a recommendation. These include the identification and categorization of handicaps.

\* \* \*We see high probability of inaccuracy, inconsistency, and honest disagreement. We recognize the theoretical value of such a survey in providing a specific starting point for measuring progress, but we believe this is more than offset by the potential for harm."

We believe a survey with appropriate safeguards to preserve the anonymity of the handicapped could give CSC and the Federal agencies a substantive basis for assessing the progress and problems of their programs for the handicapped. The availability of reliable information on the type, special training, and restructuring effort required to fill jobs could be useful to supervisors and personnel specialists in placing the handicapped. The information could demonstrate what can be achieved by physically handicapped persons despite their disabilities.

The survey could be performed in three ways: self-identification; identification by personnel offices; and identification by supervisors. Advocacy groups with whom we spoke favor self-identification as the best method. Regardless of the method used, we believe CSC should insure the anonymity of the handicapped employee by identifying their position rather than their name. This would eliminate the fear that such information could be used to the employees' detriment.

The need for more precise data is emphasized by the provisions of the Rehabilitation Act of 1973, which require periodic reviews and reports on the status of each agency's program for the handicapped. Although the act does not require a census of Federal handicapped employees, it is implied. CSC recognizes this and has requested each agency to report in the affirmative action plan, its total number of handicapped employees. However, CSC instructed each agency to make its determination of the number of present handicapped employees from existing records.

#### AGENCY COORDINATOR PROGRAM

The success of the agencies in placing the severely handicapped depends in large measure on the coordinator program. Most Federal agencies have designated coordinators for special placement.

The coordinator has the dual role of urging managers and supervisors to accept the handicapped and work with CSC and vocational rehabilitation agencies in selectively placing the handicapped. Because of the importance of the agency coordinator mechanism to an effective program for the handicapped, we sent a questionnaire to agency coordinators in

the San Francisco, California, and Washington, D.C., areas and received about 180 replies.

Responses to our questionnaire in September and October 1973, showed that the potential for employment and advancement of the handicapped was not being achieved in certain agencies because

- coordinators for the handicapped were not selected on the basis of interest or qualifications;
- coordinators, who were assigned other duties, could not devote sufficient time to the handicapped program;
- coordinators did not monitor the progress of handicapped employees after initial placement; and
- coordinators did not actively recruit, conduct job surveys, or restructure jobs to remove barriers to employment of the handicapped.

Other responses indicated that training sessions to inform supervisors of the capabilities of the handicapped would be helpful. The supervisor, rather than the coordinator, usually decides whether he should hire a handicapped person.

Various agency representatives said there was no evidence of a policy statement from the agency head regarding a program for handicapped persons.

CSC, after considering our review findings and the requirements of the Rehabilitation Act of 1973, issued a letter in January 1974 to department and agency heads setting forth guidelines for the development of affirmative action plans. In these guidelines, CSC suggested that each agency design a model plan which would include:

- Assessing the status of the current agency program for employment of the handicapped.
- Promoting, expanding, and enhancing employment opportunities in the agency for the handicapped.
- Coordinating efforts with State, Veterans Administration, and other vocational rehabilitation programs.
- Increasing supervisors' and managers' understanding of their responsibilities in dealings with the handicapped.
- Insuring that recruitment opportunities are designed to reach and attract handicapped persons.

CSC also listed desirable characteristics that should be considered in designating agency staff members to act as Coordinators for Selective Placement. These characteristics included interest in the program, leadership ability, involvement with handicapped organizations, and past training and work experience in placement activities.

CSC also plans to hold its first training course for designated coordinators in September 1974.

## CHAPTER 5

### CONCLUSIONS AND RECOMMENDATIONS

#### CONCLUSIONS

The policies and practices of Federal agencies have enhanced job opportunities for handicapped persons in the Federal Government. Opportunities to strengthen the overall Federal program could be improved if changes were made in planning, management, and implementation of the Selective Placement Program.

We believe an information system identifying the physically handicapped employed by the Federal Government could greatly assist CSC in monitoring the performance and career advancement of the handicapped.

Our questionnaire results showed a need for more intensive and visible top-level management support for the handicapped in some agencies. The basis for selection, training, supervision, and support given to agency coordinators showed a need for particular attention. Greater program acceptance and support by supervisors were also frequently cited.

We believe the recently enacted Rehabilitation Act of 1973, which provides for affirmative action program plans by Federal agencies for the hiring, placement, and advancement of handicapped individuals, will further enhance the program if the act is aggressively implemented.

#### RECOMMENDATIONS

To improve program effectiveness and administration, GAO recommends that CSC:

- Develop and implement an information collection system which would insure anonymity and obtain Government-wide data on the employment of handicapped persons for use in measuring program effectiveness.
- In cooperation with other Federal agencies, insure that additional training is provided for coordinators and supervisors in how to work with handicapped people and where to obtain additional assistance.
- Insure that the desirable qualifications listed in its January 1974 letter to heads of departments and agencies for becoming a Coordinator for Selective Placement are met.

--Publicize the types of jobs and positions held by handicapped employees, identifying the special training requirements and/or restructuring efforts that were required to properly fill the jobs.

GAO also recommends that CSC encourage heads of agencies to:

--Insure that coordinators follow up on handicapped employees to determine if they are well placed and to counsel them when problems prevent their maximum contribution to the job.

--Emphasize the special needs of handicapped persons in training courses for supervisory personnel.

#### AGENCY COMMENTS

CSC, in commenting on our draft report, generally agrees with the recommendations we have made. While CSC states that they have acted upon many of our recommendations to implement the requirements of the Rehabilitation Act of 1973, these "actions" are either in the planning stages or suggested guidelines that the agencies should be considering as a part of their affirmative action plans.

CSC continues to believe that a Government-wide survey to identify handicapped Federal employees should not be undertaken because the information could be used to the detriment of these employees. CSC anticipates that the revisions they are making in their centralized personnel data system will provide a reasonable information base for future program assessment.

We believe that the problems could be overcome by developing an information system that would insure anonymity of the handicapped employees. We do not believe that CSC's revisions to their existing personnel data system will provide a reasonable information base for program assessment in the near future because it only provides for the collection of data on new handicapped accessions.

## CHAPTER 6

### SCOPE

We examined records and spoke with officials concerned with the employment and advancement of the handicapped at CSC; Veterans Administration; and the Departments of Defense; Interior; Labor; Treasury; and Health, Education, and Welfare. Discussions were also held with members of the President's Committee on Employment of the Handicapped, vocational rehabilitation agencies, and private advocacy groups for the handicapped.

Our review was conducted in the Washington, D.C., and San Francisco areas and included the use of two questionnaires. We asked Federal agency coordinators to determine agency efforts to employ the handicapped. Likewise, handicapped Federal employees responded with their views of the Government's program.

We limited our review because of (1) the enactment of the Rehabilitation Act of 1973 which was to change many aspects of the program for handicapped employment and (2) the lack of adequate statistics concerning all Federal handicapped employees.

Employment of the Severely Handicapped  
 — by grade level  
 [General Schedule (GS), Wage Grade (WG), and Postal Service (PS)]  
 and by handicap

TYPE OF HANDICAP

GRADE LEVEL	1964 through 1972																		TOTAL									
	AMPUTATION ARM(S)	AMPUTATION HAND(S)	AMPUTATION LEG(S)	BLIND	BONE DISORDERS	BRAIN DISORDERS	CEREBRAL PALSY	CONGENITAL DEFORMITIES	DEAF	DIABETES (Lower Body Impairment)	DWARFISM	EPILEPSY	HEART DISEASE	HEMIPARESIS	HEMOPHILIA	KIDNEY TRANSPLANTS	MUSCULAR DISORDERS	MUTE OR SERIOUS SPEECH DISORDERS		NERVE DISEASE (Central Nervous System)	PARALYSIS-ONE EXTREMITY	PARAPLEGIC	POLIO	QUADRAPLEGIC	RHEUMATOID ARTHRITIS	SKIN DISORDERS	SPINAL DISORDERS	
GS - 1		1	1	12		4	15	5	17			3	3				3	1	2	4	8	1	1					81
GS - 2	6	1	7	22		8	27	5	130	1	3	11	4	7		1	8	3	2	3	24	18	4	2	2	8	308	
GS - 3	5		7	46		1	16	4	54		1	6		4		1	1	1	1		10	18	1	1	1	3	182	
GS - 4	2		1	54			5		14				1	3			1				5	6	3	2			98	
GS - 5	2		3	20	3	4	7		34					2				2		7	5	5			1	95		
GS - 7				7			3		4			1		1			3	1		3	4	1					28	
GS - 9					1							1															2	
GS - 12																			1								1	
GS - 13			1																								1	
WG - 1			1	15			2		26		2	2		3				1			2		1				55	
WG - 2	4		2	11		1	3	1	23			1		2							2						50	
WG - 3	2		1	5			4		10									1									24	
WG - 4			1	7		4			10			1		1				1		1	4		1		1		32	
WG - 5	3	1	4	13			1	1	5			3		1								3	1			1	39	
WG - 6	1								5																		6	
WG - 7									3												2	2					7	
WG - 8									2												1	1					4	
WG - 9			1						1										1	1							4	
WG - 11																				1							1	
WG - 16									1																		1	
PS - 1						1		1							1												3	
PS - 2	1			1			1															1					4	
PS - 3				7		4	3		10										1		1	1					27	
PS - 4	1	1	2	8		1	3	1	24	1		4	1	1			1		1	1		3				54		
PS - 5	1		2	4	1	1	11	2	673		1	2		4							1	3		1	3		710	
PS - 6									6																		6	
TOTALS	28	4	33	234	5	29	101	20	1053	2	7	35	6	32	1	2	17	5	12	7	62	81	16	9	3	18	1,823	

APPENDIX I

Employment of Severely Handicapped  
 -- by Job Title and Handicap  
 TYPE OF HANDICAP

JOB TITLE	1964 through 1972																	TOTAL										
	AMPUTATION ARM(S)	AMPUTATION HAND(S)	AMPUTATION LEG(S)	BLIND	BONE DISORDERS	BRAIN DISORDERS	CEREBRAL PALSY	CONGENITAL DEFORMITIES	DEAF	DIABETES (Lower Body Impairment)	DWARFISM	EPILEPSY	HEART DISEASE	HEMIPARESIS	HEMOPHILIA	KIDNEY TRANSPLANTS	MUSCULAR DISORDERS		MUTE OR SERIOUS SPEECH DISORDERS	NERVE DISEASE (Central Nervous System)	PARALYSIS-ONE EXTREMITY	PARAPLEGIC	POLIO	QUADRAPLEGIC	RHEUMATOID ARTHRITIS	SKIN DISORDERS	SPINAL DISORDERS	
ACCOUNTANT									5												1	1						7
ACCOUNTING SPEC.						1																						1
ACCOUNTING TECH.														1								1	2					4
ADMINISTRATIVE ASST.												1																1
AIRCRAFT INSTRUMENT MECH. HELPER																										1		1
AIRCRAFT WORKER HELP.						1						1																2
ANIMAL CARETAKER			1																									1
ARCHIVES TECH.									1																			1
AUTO. BODY REPAIRER HELPER									1																			1
AUTO. MECH. HELPER				1										1														2
AUTO WORKER				1																								1
BINDERY WORKER									1																			1
BIOLOGICAL AID																							2		1			3
BIOLOGICAL LAB TECH.									1																	1		2
BOX MAKER																												2
BUDGET ANALYST																							1					1
CARD PUNCH OPERATOR			1				1	86			1					1			1	2	3				2		98	
CARPENTER HELPER				1																								1
CARTOGRAPHIC AID			1			1	1															1	1					5
CASE ANALYST																							1					1
CLERK	4		2	21	8	25	2	50	1	1	5	7				7	2	1	1	13	18		3	1	1	1	174	
CLERK, ACCTS MAINT.				2		1		4													1	2	1					11
CLERK, ASSEMBLY								1																				1
CLERK, BUDGET								1																				1
CLERK, CARRIER				1		1		6			1																	9
CLERK, CASH						1		2				1																4
CLERK, CLAIMS				22	1		2																2		1			28
CLERK, CODING								9					1						1				1			1		13
CLERK, CORRESPONDENCE						1																			2			3
CLERK, DATA CONTROL						1																						1
CLERK, DICTATING MACHINE OPERATOR				9			2															2						13
CLERK, DISTRIBUTION	1		3		1	1	8	2	651		1	1		1							1	1	1		1	3	677	

**Employment of Severely Handicapped**  
**-- by Job Title and Handicap**  
**TYPE OF HANDICAP (Continued)**

JOB TITLE	AMPUTATION ARM(S)	AMPUTATION HAND(S)	AMPUTATION LEG(S)	BLIND	BONE DISORDERS	BRAIN DISORDERS	CEREBRAL PALSY	CONGENITAL DEFORMITIES	DEAF	DIABETES (Lower Body Impairment)	DWARFISM	EPILEPSY	HEART DISEASE	HEMIPARESIS	HEMOPHILIA	KIDNEY TRANSPLANTS	MUSCULAR DISORDERS	MUTE OR SERIOUS SPEECH DISORDERS	NERVE DISEASE (Central Nervous System)	PARALYSIS-ONE EXTREMITY	PARAPLEGIC	POLIO	QUADRAPLEGIC	RHEUMATOID ARTHRITIS	SKIN DISORDERS	SPINAL DISORDERS	TOTAL
CLERK, EDITORIAL																					1						1
CLERK, FISCAL ACCT.							1		3				1								1						6
CLERK, MAIL &/or FILE	1	1	1	2		2	8	1	12		2	4		1			2			1	3	4			1		46
CLERK, OUTPATIENT SER.		1																									1
CLERK, PAYROLL				1																							1
CLERK, PERSONNEL STAFFING							1																				1
CLERK, PROCUREMENT									2												1						3
CLERK, STATISTICAL									1				1														2
CLERK, STENO				1																			1				2
CLERK, SUPPLY	1		1	3		4	2	4				2	1				1				2			1			22
CLERK, TYPIST	3		2	5		4	1	28			1	3		1				1			4	7		1	5		66
COMMISSARY STOCK HANDLER				1																							1
COMMUNITY REPRESENT.																	1										1
COMPUTER AID				3					1																		4
COMPUTER OPERATOR			1	1			1		3																		6
COMPUTER PROGRAMMER				8			2		3												1		1				15
COMPUTER TECHNICIAN				3		1	1							1							1						7
CONTACT REPRESENT.																					1		1				2
CUSTODIAN	2		1	3		3	2		6		1	1										1					20
CUSTOMS ENTRY AID															1						1						2
DARK ROOM AID				1																							1
DATA TRANSCRIBER									2															1			3
DIAZO EQUIPMENT OPER.									1																		1
DOMESTIC APPLIANCE REPAIRER				1			1																1				3
DRAFTSMAN			1						2																		3
ECONOMIST						1			1																		2
EDITOR									1																		1
EDITORIAL ASSISTANT									1																		1
EDUCATIONAL THERAPIST				1																							1
ELECTRICAL ACCOUNTING MECHANIC HELPER						1			1																		2
ELECTRICAL EQUIPMENT INSTALLER																							1				1
ELECTRICAL EQUIPMENT REPAIRER HELPER			1	1					1																		3
ELECTRICAL HARNESS FABRICATOR																					1						1
ELECTRICAL PARTS ASSEMBLER																					1						1

APPENDIX I

Employment of Severely Handicapped  
 -- by Job Title and Handicap  
 TYPE OF HANDICAP (Continued)

JOB TITLE	AMPUTATION ARM(S)	AMPUTATION HAND(S)	AMPUTATION LEG(S)	BLIND	BONE DISORDERS	BRAIN DISORDERS	CEREBRAL PALSY	CONGENITAL DEFORMITIES	DEAF	DIABETES (Lower Body Impairment)	DWARFISM	EPILEPSY	HEART DISEASE	HEMIPARESIS	HEMOPHILIA	KIDNEY TRANSPLANTS	MUSCULAR DISORDERS	MUTE OR SERIOUS SPEECH DISORDERS	NERVE DISEASE (Central Nervous System)	PARALYSIS-ONE EXTREMITY	PARAPLEGIC	POLIO	QUADRAPLEGIC	RHEUMATOID ARTHRITIS	SKIN DISORDERS	SPINAL DISORDERS	TOTAL
ELEVATOR OPERATOR				1																							1
ENGINEERING AID						1	2	3				1					2								1		10
ENGINEERING DRAFTSMAN			2			2	5					1	1			1							1				13
ENGINEERING TECH.																							1				1
EXAMINER																					1						1
EXPENDITURE ORDER WRITER											1																1
FILM ASSEMBLER								1															1				2
FILM PROCESSING HANDLER				1																							1
FLIGHT DATA AID																					1						1
FLUID SYSTEM COMPONENT WORKER														1													1
FOOD PROGRAM SPEC.								1																			1
FOOD SERVICE WORKER				3		1	18						1						1								24
FORK LIFT OPERATOR	1																										1
GENERAL OFFICE ASST.												1															1
GAUGE CHECKER HELPER				1																							1
GUARD																				1							1
HEALTH TECHNICIAN				2																	2						4
HELPER-GENERAL				1								1															2
HOUSEKEEPING AID				2				5																1			8
IDENTIFICATION EXAMINER																					1	1					2
ILLUSTRATOR								1																			1
ILLUSTRATOR AID								1																			1
INDUSTRIAL SHOP WKER				2																							2
INFORMATION RECEPTIONIST			2	2																							4
INSPECTOR (SMALL ARMS)																					1						1
INVENTORY MANAGEMENT SPECIALIST																							1				1
JOB PRINTER								1																			1
LABORATORY HELPER			1	1										1													3
LABORER	3	1	11		6	17		2	1													2					43
LAUNDRY WORKER	1		3		1	1	7							1													14
LIBRARY AID						3																					3
LIBRARY TECHNICIAN							4																				4
LIGHT VEHICLE OPER.																						1					1
LIVESTOCK INSPECTOR																						1					1
LOAN ASSISTANT TRNEE																											1

**Employment of Severely Handicapped**  
**-- by Job Title and Handicap**  
**TYPE OF HANDICAP (Continued)**

JOB TITLE	AMPUTATION ARM(S)	AMPUTATION HAND(S)	AMPUTATION LEG(S)	BLIND	BONE DISORDERS	BRAIN DISORDERS	CEREBRAL PALSY	CONGENITAL DEFORMITIES	DEAF	DIABETES (Lower Body Impairment)	DWARFISM	EPILEPSY	HEART DISEASE	HEMIPARESIS	HEMOPHILIA	KIDNEY TRANSPLANTS	MUSCULAR DISORDERS	MUTE OR SERIOUS SPEECH DISORDERS	NERVE DISEASE (Central Nervous System)	PARALYSIS-ONE EXTREMITY	PARAPLEGIC	POLIO	QUADRAPLEGIC	RHEUMATOID ARTHRITIS	SKIN DISORDERS	SPINAL DISORDERS	TOTAL
MACHINE OPERATOR																						1					1
MAIL HANDLER	1	1	1	15		4	6	1	26	1		3	1	1			1		2			2					66
MAINTENANCE MECHANIC			1																								1
MANPOWER DEVELOPMENT SPECIALIST																	1										1
MATHEMATICIAN				1					3												1						5
MEATCUTTING WORKER			1						1																		2
MEDICAL AID									1			1															2
MEDICAL RADIO TECH.				3																							3
MEDICAL SERVICE PROGRAM SPECIALIST																							1				1
MESSENGER	1					1	2	1	2					1													8
METAL WORK LEARNER									2																		2
METEOROLOGIST				1																							1
MICROFILM RESEARCHER																									1		1
MOTION PICTURE FILM INSPECTOR																							1				1
MOTOR VEHICLE DISPATCH	1																		1		1	2					5
MUNITIONS OPERATOR																										1	1
MUSEUM TECHNICIAN									2																		2
NEGATIVE ENGRAVER									1																		1
OFFICE ASSISTANT							1								1												2
OFFICE MACHINE OPR.	1		1			1	1	2	8			1		2						1	1						19
OFFSET PRESS OPER.									3																		3
OPTICAL WORKER									1										1					1			3
ORDNANCE EQUIPMENT MECHANIC				1																		1					2
PACKER HELPER				5		3																	2				10
PAINTER									1												1						2
PHARMACY ASSISTANT																							1				1
PHOTOGRAPHER LAB TECH.									1																		1
PHYSICAL SCIENCE AID																1							1				2
PHYSICAL SCIENTIST																				1							1
PHYSICIST (GENERAL)																				1							1
PIPEFITTER HELPER			1																								1
PLASTICS WORKER HELPER																							1				1
PRINTING WORKER									5																		5
PRODUCE ATTENDANT				2																			1				3
PROGRAM ASSISTANT							1		1																		2
PROGRAM OFFICER																							1				1

APPENDIX I

Employment of Severely Handicapped  
 -- by Job Title and Handicap  
 TYPE OF HANDICAP (Continued)

JOB TITLE	AMPUTATION ARM(S)	AMPUTATION HAND(S)	AMPUTATION LEG(S)	BLIND	BONE DISORDERS	BRAIN DISORDERS	CEREBRAL PALSY	CONGENITAL DEFORMITIES	DEAF	DIABETES (Lower Body Impairment)	DWARFISM	EPILEPSY	HEART DISEASE	HEMIPARESIS	HEMOPHILIA	KIDNEY TRANSPLANTS	MUSCULAR DISORDERS	MUTE OR SERIOUS SPEECH DISORDERS	NERVE DISEASE (Central Nervous System)	PARALYSIS-ONE EXTREMITY	PARAPLEGIC	POLIO	QUADRAPLEGIC	RHEUMATOID ARTHRITIS	SKIN DISORDERS	SPINAL DISORDERS	TOTAL	
PROGRAM SPECIALIST									1										1								2	
PROPERTY EQUIPMENT INSPECTOR									1																			1
PROSTHETIC REPRESENT.			1											1										1				3
PUBLIC INFORMATION SPEC.							1																					1
PURCHASING AGENT					1																		1					2
RADIOLOGICAL FILM PROCESSOR				1																								1
RADIO REPAIRER																						1						1
REDUCTION EQUIPMENT OPERATOR									1															1				2
REFRIG. & AIR COND. MECHANIC TRAINEE												1																1
RESEARCH PSYCHOLOGIST			1																									1
SALES STORE WORKER	1								4					3										1				9
SECRETARY																					2	1						3
SHADE MAKER	1																											1
SIGN PAINTER HELPER									1																			1
SOCIAL INSURANCE CLAIMS EXAMINER																						1		1				2
SOCIAL SCIENCE ANALYST														1														1
SOCIAL WORKER ASSOC.																						1						1
SPECIAL EMPLOYMENT ASSISTANT				1																								1
STATISTICIAN									1																			1
STATISTICIAN ASSIST.									1																			1
STORE KEEPER									1																			1
STRAPPER MARKER																				1								1
TAXPAYER SERVICE REPRESENTATIVE	1		1	61			3	7			1		2				2		1	1	4	1	1			1	87	
TAX TECHNICIAN TRAINEE																							1	1	1			3
TELEPHONE INQUIRY SPECIALIST			1																									1
TELEPHONE OPERATOR							2															1	1					4
TELETYPIST									4															1				5
TELLER																							2					2
TOOLROOM ATTENDANT	1																											1
TRADES HELPER				1																								1
UTILITY MAN									1																			1
VOCATIONAL REHABILITATION SPECIALIST	1																											1
VOUCHER EXAMINER	1								1				1													1		4

**Employment of Severely Handicapped  
 -- by Job Title and Handicap  
 TYPE OF HANDICAP (Continued)**

JOB TITLE	AMPUTATION ARM(S)	AMPUTATION HAND(S)	AMPUTATION LEG(S)	BLIND	BONE DISORDERS	BRAIN DISORDERS	CEREBRAL PALSY	CONGENITAL DEFORMITIES	DEAF	DIABETES (Lower Body Impairment)	DWARFISM	EPILEPSY	HEART DISEASE	HEMIPARESIS	HEMOPHILIA	KIDNEY TRANSPLANTS	MUSCULAR DISORDERS	MUTE OR SERIOUS SPEECH DISORDERS	NERVE DISEASE (Central Nervous System)	PARALYSIS-ONE EXTREMITY	PARAPLEGIC	POLIO	QUADRAPLEGIC	RHEUMATOID ARTHRITIS	SKIN DISORDERS	SPINAL DISORDERS	TOTAL	
WAREHOUSEMAN	1								1			1																3
WAREHOUSE TRACTOR OPER.			1																									1
WELDER HELPER								1																				1
WOODWORKING LEARNER									1																			1
WORKER TRAINEE			1			-1	1	1	1																			4
WRAPPER									2																			2
WRITER EDITOR				1																								1
XRAY FILM PROCESSOR			14			1																						15
<i>ADDENDUM:</i>																												
CLERK, TRANSLATOR				2					1																			3
CLERK, BED CONTROL																					1							1
BLDG. MGT. SPECIALIST																						1						1
DATA SPECIALIST													1															1
FINANCIAL ASSISTANT							1																					1
FOOD & DRUG TECHNICIAN									1																			1
FORESTRY AID																	1											1
GUIDANCE COUNSELOR				1																								1
LITHO. & PRINTING WORKER									2																			2
MED. RECEP. & TRANSCRBR.				1																								1
MOTOR VEHICLE OPERATOR																										1		1
PUBLIC HEALTH ANALYST									1																			1
PARK TECHNICIAN			1																									1
RESEARCH ASS'T.				1																								1
STABILIZATION ASS'T.									1																			1
TAXPAYER SERV. CLERK				1																								1
VETS. BENEFITS COUNSELOR					1																							1
VISUAL INFO. SPEC.									1																			1
<b>TOTAL</b>	28	4	33	235	5	29	99	20	1,053	2	7	35	6	32	1	2	18	4	13	7	62	81	15	9	3	18		1,823

APPENDIX II

ORGANIZATIONS CONTACTED

FEDERAL AGENCIES:

Civil Service Commission  
Department of Health, Education, and Welfare  
Veterans Administration  
Department of the Air Force  
Department of the Army  
Department of the Navy  
Department of Labor  
Department of the Treasury  
Department of the Interior  
President's Committee on Employment of the Handicapped

STATE AND LOCAL AGENCIES:

Virginia Department of Vocational Rehabilitation  
Maryland Department of Vocational Rehabilitation  
District of Columbia Department of Vocational  
Rehabilitation

OTHERS:

National Rehabilitation Association  
National Association for the Deaf  
National Federation of the Blind  
United Cerebral Palsy  
Gallaudet College  
Goodwill Industries  
The Opportunity Shop, Fairfax, Virginia



## UNITED STATES CIVIL SERVICE COMMISSION

IN REPLY PLEASE REFER TO

WASHINGTON, D.C. 20415

JUL 15 74

REFERENCE

Mr. Forrest R. Browne, Director  
 Federal Personnel and  
 Compensation Division  
 General Accounting Office  
 Washington, D. C. 20584

Dear Mr. Browne:

This is in reply to your letter of June 24, 1974, which asked for our comments concerning the enclosed draft report, "Employment Opportunities in the Federal Government for the Physically Handicapped." We greatly appreciate the revisions that have been made in the draft which present a fair and comprehensive overview of the program. Your staff is to be commended for their efforts in preparing this excellent report.

Generally, we agree with the recommendations that you have made. However, we continue to believe that a Government-wide survey to identify handicapped Federal employees should not be undertaken for the many reasons we specified in previous correspondence and which is quoted in Chapter 4 of the report. We anticipate that the revisions that we are making in our centralized personnel data file system regarding the collection of data on handicapped employees will provide a reasonable information base for future program assessment.

Also, we are pleased that you included a discussion of the Rehabilitation Act of 1973, as this legislation has had a positive impact on our ongoing program. Many of the recommendations made in the report to improve the effectiveness of the program have been acted upon by the Commission in order to implement the requirements of the Act.

(See GAO note, p. 30.)



1883-1973

MERIT PRINCIPLES ASSURE QUALITY AND EQUAL OPPORTUNITY

APPENDIX III

Thank you for the opportunity to review and comment on this extensive report.

Sincerely yours,



Edward A. Dunton  
Deputy Executive Director

GAO note: Minor suggested changes deleted from the CSC letter were considered and incorporated in the final report where appropriate.

PRINCIPAL OFFICIALS OF THE CIVIL SERVICE COMMISSION  
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 IN THIS REPORT

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	<u>From</u>	<u>To</u>
<b>COMMISSIONERS:</b>		
Robert E. Hampton, Chairman	Jan. 1969	Present
Jayne B. Spain, Vice Chairman	June 1971	Present
<b>EXECUTIVE DIRECTOR:</b>		
Bernard Rosen	June 1971	Present
<b>DIRECTOR, BUREAU OF RECRUITING AND EXAMINING:</b>		
Wendell G. Mickle	Jan. 1974	Present
Ziv Remez	June 1971	Dec. 1973

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